Towards independence

Highlights of the Evaluation of the Employment Opportunities Program

Ontario
Ministry of
Community and
Social Services

John Sweeney
Minister

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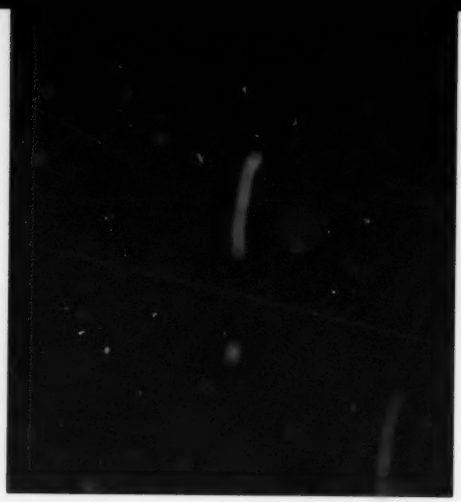

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Dear Colleagues:

It is my pleasure to provide you with a copy of "Towards Independence, Highlights of the Evaluation of the Employment Opportunities Program". The report is a summary of significant findings in 13 separate studies of the Employment Opportunities Program (EOP) carried out over a three year period.

EOP was initiated in 1984 as part of the Government of Ontario's effort to improve employment opportunities for hard-to-employ individuals. The program is designed to help social assistance recipients achieve long-term self-sufficiency. It is directed specifically at those groups which are considered to face the greatest barriers to employment, and the problems of intergenerational welfare dependency.

The EOP evaluation produced a great deal of information. My staff look forward to discussing with you the more than 100 key findings and conclusions which are made in the reports. The evaluation findings, as well as the recommendations of the Social Assistance Review Committee will be major factors as we examine the future directions of Ontario's employment programs.

I wish to thank all of you who participated in the EOP evaluation. I would especially like to express my appreciation to those social service administrators and staff in municipalities and community agencies, who play an active role in various segments of the EOP program, for their participation in the evaluation.

EOP is just one example of my ministry's commitment to improving the situation of Ontario's social assistance recipients. Through this program, we give them help to get back into the workforce and achieve economic independence for themselves and their families.

Sincerely,

John Sweeney
Minister

1.

INTRODUCTION

PURPOSE OF THIS REPORT

The Ministry of Community and Social Services (MCSS) established the Employment Opportunities Program (EOP) as a pilot program to explore means of assisting social assistance recipients to obtain employment and to become self-sufficient. EOP programs, which are offered to participants on a voluntary basis, are delivered by municipalities, by community agencies, and by MCSS directly.

There is considerable interest in EOP. These programs are ambitious. Do they work? How? Which approaches work best? Under what circumstances, and for which client groups? How can they be improved? In order to explore questions such as these, MCSS commissioned a number of evaluation studies of the EOP programs which were carried out by independent researchers.

This report briefly *describes* the EOP programs. In particular, its purpose is to present the *major findings and highlights* of the evaluation studies which were carried out over a three year period.

The report presents information about the *value and benefits of employment-related programs,* and indicates which approaches appear to have worked best for different client groups.

This information will be useful for the redesign and delivery of future employment-related programs. It will also be helpful in demonstrating ways in which programs and approaches can be further strengthened.

EOP Program Summary

Program	Target Group	Program Description	Present Volume	1987-88 Program Costs	Delivery Agent
EMPLOYMENT SUPPORT INITIATIVES (ESI)	Single Parents in receipt of FBA/GWA	A pre-employment counselling service designed for this target group; -includes counselling and employment related expenses and child care.	27 programs	$9.9 million	Municipal Social Services Departments
YOUTH EMPLOYMENT PREPARATION (YEP)	16-24 year old GWA recipients of 3 or more months duration	A pre-employment counselling service designed for this target group; -includes counselling and employment related expenses.	15 programs	$1.1 million	Municipal Social Service Departments and purchase of service from Youth Employment Counselling Centres
MUNICIPAL JOB DEVELOPER (MJD)	Social assistance recipients primarily of GWA, but some FBA.	Staff hired to market social assistance clients to employers and to develop employment and work experience opportunities.	42 positions in municipalities	$1.3 million	Municipal Social Services Departments
SOCIAL SERVICE EMPLOYMENT PROGRAM (SSEP)	Single Parents in receipt of FBA/GWA, disabled persons in receipt of FBA.	Up to 12 months of full-time employment in agencies that are cost-shared under the Canada Assistance Plan for Job-Ready clients at entry level positions.	Approximately 1,400 clients employed yearly	$16.3 Million	Ministry of Community and Social Service Area Offices.
SUMMER EMPLOYMENT EXPERIENCE (SEE) AND PART-TIME WORK (PTW)	16-20 year old student dependants of FBA/GWA recipients, C.A.S. wards.	Full-time summer work experience and part-time employment during school year in non-profit community agencies.	Approximately 2,200 students employed during summer and school year.	$4.5 million	Ministry of Community and Social Service Area Offices.
COMMUNITY YOUTH SUPPORTS (CYS)	15-20 year old special needs youth living independently	Provides outreach counselling case management and referral for special needs youth (e.g. street kids, urban native, teen mothers).	53 programs	$4.1 million	Transfer Payment Agencies
PREPARATION FOR INDEPENDENCE (PFI)	15-20 year old youth in funded residential programs (C.A.S., Y.O.A., C.M.H.C.)	A life skills and pre-employment training program to prepare for independent living.	35 programs	$2.4 million	Child Welfare Agencies and Residential Programs
FUTURES RESIDENTIAL COMPONENT (FRC)	16-24 year old youth out of school.	A supportive living situation for social and economically disadvantaged youth who are participating in FUTURES	28 programs	$3.1 million	Transfer Payment Agencies

THE EMPLOYMENT OPPORTUNITIES PROGRAM (EOP)

The Employment Support Initiatives program (ESI), was initiated on a demonstration basis in late 1982 and early 1983 by MCSS, in co-operation with nine municipalities. In early 1984-85, EOP was established, originally as a three-year pilot program. The creation of EOP resulted in a variety of projects across Ontario, including a major expansion of ESI.

EOP consists of *eight different programs.* These programs are operated by different types of organizations, serve different target groups, and have somewhat different objectives. These programs are summarized on [the table on the previous page].

As this table indicates, programs are operated by *municipalities,* by a variety of *community agencies,* and by *MCSS directly* via its Area Offices located across Ontario. Programs are of three basic types:

Employment Support (municipalities):
to help persons with more basic needs - for example assistance with life skills, work habits, training and education, assistance with expenses for child care and other employment-related expenses;

Early Intervention (community agencies):
to assist youth who are at risk of long-term dependency on the welfare system to prepare for and/or to enter employment or further education or training.

Employment Experience (MCSS):
to assist social assistance recipients who are "job ready", but need help finding and settling into a job;

The *major purpose of EOP* is to assist social assistance recipients (under both Family Benefits and General Welfare Assistance) to become financially independent by obtaining employment. Its intention is to help *break the cycle of welfare dependency* among sole support parents as well as among other groups such as disabled persons, youth and the children of social assistance recipients. It does this by providing a variety of forms of pre-employment training, counselling and assistance needed to help people become more self sufficient.

EOP was established in response to growing concern in particular about the number of single parents and young people who are dependent on social assistance. For example, during the last 25 years, the number of single parents has dramatically increased. About half of sole support parents are now receiving social assistance. Sole support parents now represent the largest potentially employable client group on the social assistance caseload.

Many young people dependent on social assistance payments are school dropouts. Many have no or only unsuccessful work experience, come from unstable family or personal backgrounds or are Crown Wards, or have deficiencies in basic life skills as well as work skills. The labour market is changing, and it is becoming increasingly difficult for people without at least some training and basic skills to obtain even entry-level jobs. Many of the EOP programs are designed to assist youth at risk of long-term social assistance dependency.

The Ministry of Community and Social Services recognizes that few people are on social assistance out of choice, but that they may require assistance of various forms in order to establish themselves and to obtain employment. And enabling people who are currently on social assistance to become financially self-sufficient can help reduce the increasing costs of social assistance.

THE EOP EVALUATION

The scope of the overall EOP initiative makes it one of the *most ambitious employment programs* of its type ever sponsored by a provincial government. EOP programs are operating in all parts of Ontario.

In total, there are 178 different EOP program sites or projects. The programs serve approximately 15,000 persons a year. Program costs for 1987-88 totalled approximately $44 million; total costs for the entire program since it began total about $130 million.

The EOP evaluation was equally ambitious. Indeed, it was the largest and most comprehensive assessment of a social program ever conducted in Ontario, and one of the largest evaluations of an employment program done in Canada.

The evaluation consists of a number of separate studies carried out over a three-year period. To ensure objectivity, seven independent consulting organizations were engaged to carry out the evaluations, co-ordinated by the ministry's Research and Program Evaluation Unit. These studies are listed in the Appendix to this report.

Information was collected from well over 100 sites; over 8000 interviews were conducted! The total cost for the evaluation was about $900,000 (about three quarters of one percent of the program cost).

Not only were the evaluations large in terms of the amount of data collected; they were also complex in many respects, using a variety of data collection and analytical procedures.

The evaluations used a number of different methods to determine *how well* the projects were operating (process) and *what difference* they made (outcome). These included:

- Follow-up surveys of program participants and comparison groups;
- Process studies describing program operations, based upon information available from project sites, and including interviews with staff and administrators, client descriptions, and cost data for some programs;
- Surveys of employers of program clients for the two work experience programs;
- Cost benefit analyses, from the points of view of participants and taxpayers for four programs;
- A comprehensive literature review, identifying the experience of employment assistance programs in other jurisdictions.

Importance of Evaluation

Why was such a comprehensive evaluation of the EOP program needed?

EOP programs, *if* they work, have the potential to:

- Provide persons who are employment disadvantaged and dependent upon social assistance with the skills and other forms of assistance and support they need in order to become employable;
- Assist persons in finding and keeping employment;
- Enable people to become more financially independent and to have more control over their own lives.

EOP programs also have the potential to reduce dependence on social assistance. Even minor benefits can produce considerable cost savings in provincial and municipal expenditures on social assistance payments - in both the short and long terms.

But assisting persons on social assistance, who have many strikes against them, to become financially independent is not easy. No simple solutions have yet been discovered. To what extent does EOP work? It is an expensive program. Does it assist at least some people in obtaining and keeping employment, in becoming independent of social assistance? Do its benefits - in both personal and financial terms - justify the costs?

Many municipalities are also cost-sharing some EOP programs. They, as well as other interested municipalities, would like to know how well the programs have been working.

EOP, as indicated, consists of many different types of program approaches and methods. EOP projects have tried many innovative, untested strategies for persons with widely ranging needs. Which approaches work best and under what circumstances? Information from the evaluation about *how* programs worked and ideas about how they may be improved may be even more valuable than mere determination of "successes" and "failures".

In short, a thorough evaluation of EOP was needed to help develop long-term policy regarding employment assistance programs, to improve the operation of existing projects, and to suggest ideas for future program activities.

Strengths of the EOP Evaluation

Some of the *strengths* of the methodology used for the EOP evaluation include:

Use of Matched Comparison Groups

Comparison groups consist of persons selected to be as similar as possible to program participants in every way, except that they did *not* participate in the program. The *same information* collected about program participants (e.g. employment status, social assistance status) was also collected at the same times from persons within comparison groups.

Without carefully selected comparison groups, there is no way to determine if changes in clients' situations are a *result* of the program or if they might have happened anyway.

Lack of some form of comparison group is a major weakness of many studies of employment (as well as of many other social service) programs.

Long Term Follow-up Period

Are the effects of EOP programs just short term, or do they endure for some time after an individual leaves the program? This information is needed to determine the extent to which programs assist persons in *remaining* financially independent.

Evaluations of most of the EOP programs used a follow-up period of one and a half to two years from time of entry into the program, considerably longer than is usually seen in evaluations of this type.[1] The follow-up period for some ESI participants was as long as five years.

Use of Multiple Sources of Information

Information on program effects (based upon data for participants as well as for comparison groups) was collected from different sources, often for the same program.

Program Staff Involvement

Program staff were able to participate in many aspects of the evaluation process. For example, they were able to contribute to and to correct descriptions of program implementation.

Detailed discussions of the methods used in the evaluation studies are included in the technical reports listed in the Appendix.

[1] For four of the programs, two separate follow-ups were carried out, the second follow-up about nine months after the first.

2.

THE EOP PROGRAMS

This Section briefly discusses each of the eight EOP programs. For each program, there is:

- A brief *description of the program* itself;
- Highlights of the *evaluation findings* about how the program worked and its effectiveness;
- A brief *discussion* about any *special features* of the program as well as major *implications* of the evaluation results.

Programs are organized by the three types of delivery agents:

- Municipal Social Service Departments
- Community Agencies
- The Ministry of Community and Social Services.

These programs are operated by Municipal Social Service Departments. The primary focus of these programs is on providing the *support* necessary so that a person will then be able to obtain employment.

EMPLOYMENT SUPPORT INITIATIVES (ESI)

THE PROGRAM

ESI is the oldest and the best known of the EOP programs. The program originally began in late 1982, with the first nine sites getting started by 1983. The program was expanded to other sites in 1985: there are now 23 sites in operation.

The objective of ESI is to assist sole support parents who are on social assistance to achieve self-sufficiency, through the provision of employment preparation, child care and employment-related expenses.

The program is *flexible* in that each particular site can choose the exact types of services it considers most appropriate for its clients. *All* ESI projects provide: child care; assistance with employment-related expenses such as transportation, clothing and work equipment; and supportive counselling. Other components may include: various forms of life and social skills training, job search assistance, paid and unpaid work experience, and referral to academic upgrading and work skills training.

EVALUATION FINDINGS

The evaluation of ESI was the most comprehensive of the EOP evaluations. ESI was evaluated at different points in time, with follow-up of program participants up to five years later.

Evaluation studies identified the status both of persons who participated in the nine *original* ESI projects during their first year of operation in 1983, as well as that of other participants during 1985 in projects established later.

These latter projects had the benefit of learning from the initial experiences of the original projects, which had been documented in a preliminary evaluation of the project after its first year. This permitted subsequent evaluations to investigate the "learning effect", to see if the later programs were able to act upon the preliminary findings to enhance their effectiveness.

The program was very popular:

- Among *sole support parents:*
  - Demand for the program exceeded the projected enrolment by almost two-thirds. Client participation rates increased each year, with the program enrolling 15 to 20 percent of all eligible single parents on social assistance;
  - Participants rated the program as highly effective -the vast majority rated it as excellent or good; two thirds said it was essential for their life change and movement towards independence.
- Among *staff* in municipalities who rated the program highly.

The program has had a significant impact in achieving its objectives. For example, ESI participants:

- Were *less likely to be on social assistance* (66%) than the comparison group (82%) [1];
- Were *more likely to be in school or job training* (32%) than the comparison group (22%);
- Were *more likely to work full-time* (61% of those employed) than the comparison group (33%);
- Had *higher hourly rates of pay* than the comparison group.

ESI is an intensive, expensive program. But it *does* result in improved financial status for many participants. Furthermore, a cost-benefit analysis suggests that it *does* pay for itself in reduced welfare costs after 1.7 years.

A more recent follow-up study, with interviews conducted in late 1987, shows that in most respects the *impact of the program continues* to hold up over time.

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[1] The concept of comparison groups has been discussed on page 7. Understanding of this concept, which involves *comparison of the status* of program participants with that of similar non-participants in order to determine the actual impact of a program, is central to understanding of the evaluation findings.

The preceding findings are for the persons who participated in the ESI projects during 1985; results for participants in the original ESI projects during 1982 and 1983 were of a similar type, but not quite so pronounced. The evaluation indicated that the newer projects generally tended to be more effective and more efficient than the original projects. Possible explanations for the improved performance include;

- The ability of the newer programs to learn from the experiences of the original projects, both through informal contacts and through the guidance provided by the first evaluation study;
- The availability of support from other EOP programs, SSEP and MJD in particular;
- A higher staff to client ratio.

The evaluation confirmed that the original projects also were able to act upon the findings of the first evaluation study and to improve their subsequent performance. For example, two-thirds of the implementation problems identified in the first evaluation had been dealt with at the time of the update report.

Program factors identified by program staff and administrators which appear to be *related to program success* include:

- Intensive staff involvement with clients and small caseloads, enabling attention to individual needs;
- Payments for child care and for employment-related expenses such as transportation;
- Assisting participants in the development of self confidence;
- Attention to the development of life skills, pre-employment training and educational upgrading;
- A worksite placement component, paid or unpaid;
- Co-ordination with other resources, such as MJD, SSEP, Canada Employment Centres;
- Flexibility of the ESI guidelines, which enabled individual projects to emphasize program components of particular relevance for their local communities and for their clients.

Clients in ESI who were successful differed from those who were not in the following ways:

- They were better educated,
- Had older children at home,
- Had a job before entering the program,
- Were not disabled,
- Felt that it was more important to work outside the home than to raise a family,
- Felt that they were qualified for jobs,
- Preferred to work outside the home,
- Felt that they knew where to look for jobs,
- Resided in areas with a lower community unemployment rate.

In short, ESI was not only very popular with program participants and with municipalities; it also achieved some success in meeting its program objectives. The impact of ESI is modest, but significant - both in terms of benefiting participants and in ultimate financial savings due to reduced social assistance expenditures. And these impacts have been sustained over a considerable period of time.

ESI demonstrates the potential of pre-employment training programs, particularly when they also provide assistance with essential supports such as child care.

DISCUSSION

ESI attests to the interest of sole support parents in employment and financial independence. Indeed, the motivation of the clients is cited by program staff as one of the major *strengths* of the program. Clients are strongly interested in being able to work and to become independent of social assistance.

But the generally positive impact of the program should be placed in perspective. While the program was of great benefit to some persons, it was not for everyone.

For example, understandably, most single parents put care of their children as their first priority. In spite of the improved earning potential as a result of participating in ESI, most jobs available to program graduates, coupled with the difficulty of finding accessible, affordable child care, make employment more costly for many than social assistance support.

Nevertheless, the impact of ESI is greater than that of most other similar employment preparation programs.

YOUTH EMPLOYMENT PREPARATION (YEP)

THE PROGRAM

YEP is based upon the ESI model, but targeted to youth (ages 16-24). Its focus is on severely employment disadvantaged youth who have been on GWA (General Welfare Assistance) for at least three months, who are repeaters, or whose parents are social assistance recipients.

YEP consists of two components:

Employment preparation:
these may include: job readiness services, work experience, information and referral, guidance for job search activities, supportive counselling and follow up;

Employment expenses:
transportation, clothing, grooming and related expenses associated with job search, work experience, or starting at a new job.

YEP projects are *administered* by municipalities. However, almost half of these are actually *delivered* by Youth Employment Counselling Centres (YECCs) on a purchase-of-service basis with the local municipality.

EVALUATION FINDINGS

At the time of the first follow-up study, the YEP program appeared to have reduced the likelihood of participants receiving social assistance (29%, compared to 41% for the comparison group).

In all other respects, the program had no measurable effect on the status of participants. For example, it had no impact on employment (either full or part time) or on attending school or training courses.

YEP is the least costly of all the EOP programs. Because of its low cost and the initial reduction in social assistance payments, a preliminary cost-benefit analysis, based upon the findings of the first follow-up study, suggest that the program more than paid for itself; indeed it was the most successful of the EOP programs in this regard.

However, this finding must be treated with caution. YEP participants earned only slightly more than comparison group members. The reduction in their social assistance payments resulted in an overall *cost* to them for participating in the program.

In particular, while the program had a *short-term* effect in getting some clients off social assistance, this initial impact was not sustained. The latest round of follow-up interviews, carried out in October, 1987, indicate that the initial benefits of the program had disappeared. YEP participants at this later date were just as likely as comparison group members to be once again receiving social assistance; they were worse off in some respects (eg. weekly earnings) in relation to the comparison group. Thus the preliminary cost benefit analysis should be treated with caution.

Nevertheless, participants liked the program. For example, 79 percent were satisfied with the program, and 76 percent said that the program was helpful in increasing their confidence about searching for work.

In contrast to ESI where program staff rated their clientele as one of the strengths of the program, YEP staff identified their clients as one of the *weaknesses* of the program. Most clients had poor social skills, illiteracy, poor self-esteem, lack of motivation and work skills, and other difficulties. Most employment services were in the area of life and job search skills training, rather than academic upgrading and work skills training. YEPs in some cases were encouraged to move clients as quickly as possible off the welfare rolls.

Program factors identified by program staff and administrators which appear to be *related to program success* include:

- The role of the counsellor - seen by 59 percent of participants as more helpful than the program activities themselves;
- Funding to cover employment-related expenses;
- The availability of other resources (e.g. MJD, FUTURES);
- Use of YECCs in delivery (higher rates of full-time employment and lower costs than for programs operated directly by municipalities).

DISCUSSION

YEP had some degree of initial success in moving youth off social assistance. However, this impact, assisted in part by the connection of YECCs with the FUTURES program, was only of a short-term nature. The program did not demonstrate any positive long-term impact.

YEP is a relatively inexpensive program. However, its target group consists of extremely employment disadvantaged youth. The findings of the evaluation suggest that for a long-term impact, more intensive activities may be required.

MUNICIPAL JOB DEVELOPER (MJD)

THE PROGRAM

The MJD program is designed to develop job placement opportunities for job-ready social assistance recipients.

Under the program, municipalities or Native Band Councils hire Job Developers whose responsibilities are to recruit employers, to develop job banks and client banks, and to negotiate job placements for clients referred to them.

EVALUATION FINDINGS

The MJD program was initially intended to serve job-ready clients. The Job Developers' role, as described, was to identify employment opportunities and to arrange placements.

However, the vast majority of referrals to Job Developers from GWA field workers have been clients who were *not* job ready. It was not possible for the Job Developer to "market" these individuals to the employer community without jeopardizing their own credibility or that of the program. This reality was not always appreciated by the referral sources. The Job Developer was somehow expected to assist the non-job-ready client to become "marketable".

Thus, despite the initial intention of the program, the role of the Job Developer frequently became out of necessity an employment counsellor. Tasks have included:

- assessment of barriers to employment,
- development of career plans,
- life and pre-employment skills training or referrals elsewhere for this service,
- referrals to academic upgrading and work skills training,
- supportive and follow-up counselling.

In fact, the MJD program has taken two forms. Where Job Developers work alone, they attempt to provide the above services in addition to striving to make contacts with the employer community and to arrange referrals. In these situations, the program has tended to be not very successful, particularly where there have been unrealistic expectations placed on the Job Developer to obtain job placement results with clients who were not job ready.

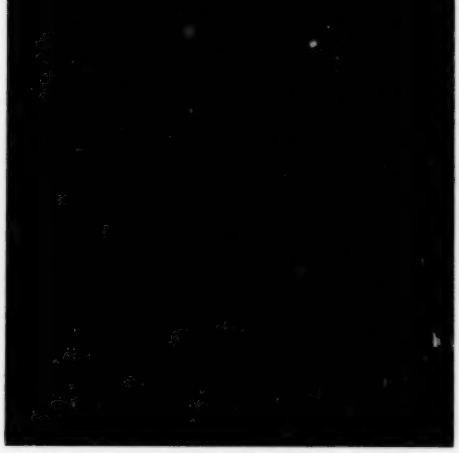
However, in about half the projects, Job Developers are part of a Municipal Employment Unit which also offers the ESI and YEP programs. In these situations, the MJD has acted as a *supplement* to these other programs. Job Developers can devote time and energy to recruiting employers and arranging job placements for the job-ready graduates of these programs. As well, they can refer clients to these and to other programs (such as SSEP, FUTURES, federal programs via the Canada Employment Centre) to receive necessary pre-employment training.

Overall, MJD has tended not to operate very well as a free-standing service. However, it appears to work well when operated in conjunction with other EOP programs.

DISCUSSION

Some of the implications of the evaluation of the MJD program include:

- The importance of recognizing that many "employable" persons on GWA are *not job ready* and cannot be placed in employment or be expected to maintain a job without first some form of pre-employment training or assistance;
- The importance of linkages of the Job Developer with other EOP programs, such as ESI and YEP which can assist clients in becoming job ready, and SSEP which can provide employment experience, as well as programs offered by others, such as FUTURES and federal programs via the Canada Employment Centre;
- The need for other resources such as: pre-employment training, educational upgrading, and assistance with employment-related expenses.;
- Recognition that the role of the Job Developer, where other resources are not available, becomes largely that of an employment counsellor; Job Developers, if this is to be part of their function, should have these skills.



EOP Programs which are offered by community agencies are early intervention programs aimed at transitional-aged youth.

COMMUNITY YOUTH SUPPORTS (CYS)

THE PROGRAM

CYS is a flexible grants program aimed at youth, aged 15-20 years, who are at particular risk of long-term dependency on social assistance. This may come as a result of lack of education, poor life skills or unstable family or personal background. Examples of youth served by various CYS projects include: street kids, teen single mothers living alone or without appropriate adult support, native youth who have moved into urban areas and have no social support network.

Projects are operated by an assortment of local youth-serving agencies. These projects vary considerably depending upon the particular group they serve. Services provided may include: life skills training and preparation for employment, support and guidance to youth living alone, encouragement to return to school, and other approaches. CYS is basically a *prevention,* rather than an employment training program.

EVALUATION FINDINGS

The wide range of CYS program models, coupled with the lack of consistent client data, made an evaluation of the entire program difficult. A follow-up outcome study was not attempted for this program. Four basic models of CYS projects emerged, where funding was used to:

- *Add a new component* (e.g. intensive life skills support) to existing agency pre-employment and employment services;
- *Supplement existing agency operations* to severely disadvantaged youth;

- *Provide aftercare or alternative services* instead of admission to a residential facility;
- Set up *entirely new services,* ranging from a variety of life skills and/or pre-employment training to outreach and support to teen prostitutes.

The evaluation identified some *difficulties* faced by projects, including:

- The nature of the *client group* - youth who are very needy with multiple and complex problems, including lack of motivation, poor job and social skills, and borderline intelligence;
- The need for intense individual attention;
- Lack of access to appropriate housing;
- Lack of easy access to supplementary resources such as financial assistance, transportation, child care, educational and work skills training, and specialized counselling services.

Some of the *strengths* of the program include:

- An outreach focus to severely disadvantaged "street kids" whose particular needs would not ordinarily be met;
- Ability to focus on the emotional and social needs of the youth, including assistance in building self-confidence and self-esteem;
- Individualized supportive counselling;
- Concrete services such as housing assistance, support in job searches, assistance with accessing needed services, and referral to job placement services.

DISCUSSION

The target group of CYS projects are severely disadvantaged, poorly motivated youth. They tend to "fall between the cracks" of most existing services. For most, attention to social and emotional needs must be addressed before meaningful employment can be a realistic possibility. Indeed, it would be a misnomer to describe most CYS projects as employment projects.

The diversity of program models and the lack of a standardized data form to capture information about services, clients and results made evaluation of this program particularly difficult. Impact of a prevention-oriented program is also hard to assess in the short term. Nevertheless, at the very least, the program appears to be addressing some of the important needs of severely disadvantaged youth which are not provided by other services. Many of the benefits of the program may be hard to measure because they can be intangible.

PREPARATION FOR INDEPENDENCE (PFI)

THE PROGRAM

The objective of PFI is to increase the potential for self sufficiency among *adolescents* (aged 15-20 years) who are *in residential care* under the jurisdiction of MCSS. As with CYS, PFI is a *prevention* program, designed to reduce future rates of unemployment for a high-risk group that has not yet entered the workforce.

As with CYS, sponsor agencies - child welfare agencies and residential centres - have considerable latitude in designing individual projects. As a result, projects represent a diversity of program models with various components aimed at preparation for independent living and at job-readiness training for eventual workforce entry. Projects either represent new services or an augmentation of existing programs. About half of the projects also have accepted some non-residential youth.

EVALUATION FINDINGS

The findings from the evaluation indicate that PFI participants showed improvement on all measures of job readiness and life skills which were used in the study. However, this was also true of the comparison group. On most of these measures, program participants scored just marginally higher than the comparison group.

The area that appeared to show the most significant improvement for program participants, compared to the comparison group, was on an *employment life skills* scale. This measure combined assessments of the ability to interpret and complete a job application and to respond to job advertisements, as well as an understanding of the education or training needed for various jobs and career choices.

Girls and the *younger youth* in the program showed the most improvement resulting from participation in PFI.

There was no apparent impact of the program on school attendance or employment status. However, PFI participation appears to have increased the likelihood of *full-time* school attendance. Given the lack of skills development and limited academic achievement for youth at intake, this is an important positive outcome.

Youth *participants themselves* rated the life skills area of *money and consumer skills* as the most important program component to them, followed by personal counselling and job readiness training. The majority of participants rated PFI as somewhat to very important in preparing them for employment and for independent living. Program directors also rated life skills training as the most important component of the program.

The PFI evaluation had a number of limitations. For example, the follow-up period for the PFI evaluation was six months after intake, shorter than the one year or longer period for the other EOP evaluations. This limited the ability of the evaluation to explore long-term outcomes, particularly with respect to ultimate success in independent living and employment. Also, due to the small number of clients at any one project site, the evaluation findings were combined across all sites. As five different program models were used, the relatively greater impact of one or more of these models may have been masked by this treatment.

DISCUSSION

Due to the nature of the PFI evaluation, conclusions can only be tentative. However, the program appears to have at least a modest impact in assisting at-risk youth in residential care settings to prepare for independence.

Participants in the program were more unstable and lower functioning than anticipated. Three quarters had no exposure to any independent living training prior to PFI. There is little doubt that PFI is addressing an important programming need that was, for the most part, not being addressed prior to program initiation.

FUTURES: RESIDENTIAL COMPONENT (FRC)

THE PROGRAM

The FRC program is provided by the Ministry of Community and Social Services as a complement to the Ministry of Skills Development's FUTURES employment training program. It is sometimes considered as separate from EOP.

FRC provides a short-term supportive living situation, along with life skills training and counselling, for youth aged 16 to 21 years who are participating in FUTURES but are living in a marginal situation.

The objectives of the program are:

- To help hard to employ youths develop skills needed to live independently and to enter the work force, and as a result,
- To reduce the likelihood of long term dependence on welfare.

EVALUATION FINDINGS

Following are some of the key findings of the evaluation:

- The program was generally successful in attracting its target audience of seriously employment disadvantaged youth. Participants mostly had completed grade 10 or less, came from inadequate housing, were lacking in life skills needed to live independently, had no or poor work experience, and were at risk of dependence on welfare.
- FRC provided help to youth while in the residences in the areas of life skill functioning and in improving their confidence in their ability to manage independently. This is particularly so for youth who stayed longer and for those with whom staff work was intense and appropriately focussed.
- There is evidence suggesting that residence youth may have worked a larger proportion of available time than comparison youth. However, due to the short (4 month) follow-up period and the small sample in the study, this finding must be treated cautiously.

- Involvement in the residential program had no impact on participation of the youth in the employment training program.
- Effectiveness of the program improves with longer stays. However, the overall length of stay in the residences was less than hoped for, with one third of the youth staying for less than two months.
- Most of the changes in the participants were not sustained when they moved into the community. Evidence from the evaluation suggests that opportunities provided to learn and practice life skills were not sufficient. The evaluation also identified the need for a more comprehensive view of life skills activities, for example to provide help for participants in dealing with emotional issues troubling them. This also suggests the need for greater attention, in program design and in follow-up, to helping youth in maintaining program benefits once they are in the community.
- All the residences studied in the evaluation had a steady vacancy rate. The FUTURES employment program, a prerequisite for admission to the FRC program, was not able to keep the residences full.
- The evaluation suggests that the program is likely to be of greatest benefit to those youth who are not obtaining life skills assistance through any other program.

DISCUSSION

FRC is best thought of as a program providing support to adolescents needing assistance in making the transition to adulthood, and not as a housing program. When viewed in this way, the program generally seems to have some effect.

The programs operated directly by the Ministry of Community and Social Services are job creation programs, designed to provide employment experience opportunities.

SUMMER EMPLOYMENT EXPERIENCE (SEE) and PART-TIME WORK (PTW)

THE PROGRAM

The SEE/PTW program provides direct work experience at minimum wage to adolescent dependents of social assistance recipients (aged 16-20 years) who are still in school, along with one week of initial pre-employment training. SEE supplies full-time summer jobs; PTW supplies part-time work during the school year.

The program subsidizes placements at non-profit agencies. These are often the same agencies which participate in the SSEP program.

The program is aimed at youth whose parents are recipients of social assistance, as well as full-time students who are recipients of GWA in their own right. Crown wards are also eligible in certain circumstances.

The intention of the program is to help break the social assistance pattern. It attempts this by encouraging youth who are at risk of social assistance dependency to remain in school and plan for a career with financial independence.

EVALUATION FINDINGS

Findings from the evaluation regarding this program are mixed.

On the one hand, participants liked the program and most (63%) felt that they learned both new job related and interpersonal skills through their placement. Most employers also liked the program. For example, 80 percent said they would use it again. They also noted an improvement in clients' job-related skills, and 48 percent of employers said they kept on at least one client from the summer program (SEE) for part-time work during the school year (PTW).

However, the outcome study suggested that in relation to the comparison group, the program had no positive effect. For example, while participants did achieve high employment rates, these were no better than for the comparison group. Involvement in the program had no relative effect on participants' employment, schooling, or social assistance status. There was also no apparent difference in *attitudes* to further education or to employment.

However, as a result of participation in the program, the younger youth in particular appeared to obtain a more realistic appreciation of their lack of qualifications and the difficulties in finding work.

DISCUSSION

In spite of the popularity of the SEE/PTW program, it did not appear to meet its objectives.

Some of the difficulties faced by the program which were identified by the evaluation and possible areas for improvement include:

- The lack of suitable job opportunities in some areas, and the lack of appropriate student applicants in others;
- Lack of public transportation to get to potential job sites was often a problem;
- More extensive pre-employment and job readiness training might be of value.

SOCIAL SERVICES EMPLOYMENT PROGRAM (SSEP)

THE PROGRAM

SSEP provides up to 12 months subsidized employment for long-term social assistance recipients who are job ready but are having difficulty finding employment. Participants are mainly sole support parents and persons with disabilities.

Placements are at social service agencies which are in a cost-sharing relationship under the Canada Assistance Plan. The aim of the program is that this job experience would either lead to a secure, full-time permanent position with that agency, or else enable participants to use the work experience in securing another position elsewhere.

In either case, full-time employment and financial independence were objectives of the program.

Pay is at the usual entry-level wages for the position, averaging about $15,000 per year. For the first six months this is 100 per cent subsidized by MCSS; after that, regular cost-sharing arrangements with the agency apply.

Approximately 1400 persons are served annually by this program.

EVALUATION FINDINGS

The SSEP program was highly successful in meeting its objectives of assisting participants in obtaining employment and becoming independent of social assistance. For example, the first follow-up study carried out one to two years after participation in the program indicated that:

- SSEP participants were much less likely (21%) to be on social assistance than were comparison group respondents (69%);
- Nearly twice as many SSEP participants were employed at the time of the follow-up interview as were comparison group members (69% versus 36% respectively); their jobs were also more likely to be full-time. About one third of the participants were offered permanent full-time jobs with their placement agency at the completion of the program.
- SSEP participants also *earned higher wages* than those comparison group members who were working. This enabled many to earn enough to compensate for their loss of social assistance payments and thus may enhance their future long-term employment prospects.

In addition, participants in general were pleased with the work experience provided by the SSEP placements. Most - 85 percent - said that the experience had been helpful in *increasing their confidence* about looking for a job.

Even participants who were unemployed when they were interviewed felt more confident about themselves: they were more likely than comparison group members to feel that they were qualified for available jobs, less likely to feel that lack of training or work experience were barriers to finding employment.

Employers were also pleased with all aspects of the program. For example, 85 percent hoped to use the program again. They rated SSEP favourably in comparison with other wage subsidy programs. Little dissatisfaction was expressed about any aspect of the administration of the program. Only a minority of employers identified any areas for program improvement; the most common suggestion was for a greater choice of applicants during the placement process.

DISCUSSION

SSEP is the most expensive of the EOP programs. But it is also the *most successful,* in terms of enabling participants to obtain employment and to decrease their dependence on social assistance.

And for this reason, a cost benefit analysis suggests that, over time (estimated at a little over two years) the amount saved in social assistance payments will cover the costs of the program.

In this respect, SSEP is similar to job subsidy programs in other jurisdictions: programs which are most effective in increasing labour force participation are also most expensive in costs per participant. However, SSEP has performed considerably better than other related programs in the United States.

The findings of a second follow-up study in late 1987 indicated that the effects of the program at the time of the first follow-up, as indicated above, have continued. Between the two follow-up studies, the comparison group in particular experienced major gains, narrowing the gap somewhat between the two groups. But the employment and social assistance status of SSEP participants also improved, and 92 percent of participants who were previously employed full time remain so.

The process evaluation suggested that greater attention to follow-up, particularly for those SSEP graduates who were not offered subsequent jobs at their placement agencies, might further enhance the program's effectiveness.

SSEP is only appropriate for individuals who are job ready. The program was most successful in areas where there was a pool of job-ready clients. Many SSEP participants were ESI graduates, often referred by Municipal Job Developers.

3.

AN OVERVIEW OF THE EOP EVALUATION FINDINGS

This section briefly summarizes the findings and implications of the evaluation about the *overall impact of the EOP program.*

Did EOP Make a Difference?

The objective of EOP generally was to increase the rate of employment and reduce the level of dependency on social assistance, through the provision of employment-related assistance on a voluntary basis. For youth programs, increasing the rate of participation in education or training also was of major interest.

How successful was EOP in achieving these objectives?

Overall, EOP had a modest but very significant impact.

Overall, the EOP program had a positive effect on its participants. Many participants received training and work experience they would not have acquired otherwise. Many persons *did* find jobs. Many persons *did* succeed in achieving financial independence, in leaving social assistance. The evaluation demonstrated clearly that these outcomes were directly attributable to EOP.

EOP was very popular among social assistance recipients, and many programs had waiting lists. The vast majority of participants spoke very highly of EOP. They rated the program as of great personal benefit in assisting them, through various ways, with essential training, necessary tangible and intangible support, and with help in finding employment. For example, two thirds of ESI participants said that the program was essential for their life change and movement towards independence.

EOP was also rated highly by others familiar with program participants. For example, employers at work placement settings as well as program and agency staff were able to note improvements in general life skills, as well as in the development of specific work skills and habits among participants in the program.

To be sure, EOP programs vary widely and some programs were more successful than others. Not *every* participant was successful in achieving some degree of financial independence. Many of the individuals who were successful in obtaining employment found work only in entry level jobs with low rates of pay, in some cases still requiring some degree of supplementary social assistance. It is still a bit early to assess fully the long-term impact of EOP in reducing social assistance dependency - although the status of participants in most programs was determined one and a half to two years later, and as long as five years later for many ESI participants.

Did participants gain financially from participation in EOP?

Cost-benefit analyses were carried out on four of the EOP programs: ESI, SSEP, YEP, and SSE/PTW.

These analyses confirmed that SSEP and ESI participants in general improved their *personal financial situation* as a result of participation in the program. In other words, earnings from employment more than offset the reduction in social assistance payments that otherwise would have been received.

SSEP was most successful in increasing the income of program participants, although ESI participants also earned more than they would if they had remained on social assistance. YEP and SEE/PTW were less successful in this regard: comparison group members actually had, on average, slightly higher incomes than program participants.

The long-term financial gain to participants may ultimately be the *most important indicator of the success of EOP.* From the point of view of the participants, their ability to increase their income represents financial independence and a better quality of life. From the point of view of government and the taxpayer, this is probably associated with the long-term prospects of EOP graduates in remaining financially independent, without requiring future social assistance subsidies.

Did EOP pay for itself?

The cost-benefit analyses also suggest that from the point of view of the taxpayer, *EOP more than pays for itself over time.* Savings, in terms of reduced social assistance payments, more than offset program costs.

This must be qualified to some degree. Cost-benefit analyses could not be meaningfully carried out on all programs, in particular the programs aimed at transitional-aged youth. Cost-benefit analyses involve making a number of assumptions, many of which were based upon the findings of the first follow-up study. Consequently, specific estimates regarding exact cost savings and payback periods (exactly how long it takes after completion of a program for costs to be offset by savings) must be treated with caution.

Yet, at least for the adult programs, it can be conservatively concluded that *the programs provided tangible, measurable benefits to participants, at no ultimate net cost to the taxpayer or to society.*

Results of EOP programs compare favourably with those of other similar approaches.

As part of the EOP evaluation, a comprehensive literature review was commissioned. The major purpose of this review was to identify the success of similar approaches in other jurisdictions, in Canada and the United States.

EOP program effects are comparable or superior to those of other programs reported in the literature. This is particularly so for the programs directed at adults. EOP programs generally appear at least as effective in design and implementation as other similar programs.

EOP serves target groups with extremely challenging needs.

The results of the EOP programs are especially impressive given the nature of participants in EOP programs. The evaluation confirmed that EOP clients by and large are employment and socially disadvantaged, facing barriers such as:

- a long history of social assistance dependency;
- very limited education and literacy skills;
- minimal self-esteem and self-confidence;
- no or a poor work history;
- limited life skills, work habits and specific employment skills;
- lack of basic knowledge about how to seek or maintain employment;

- extreme personal barriers - e.g. emotional difficulties, poor or non-existent family relations, a history of abuse;
- restrictions due to lack of child care, disabilities, and other factors;
- poverty, where such costs as public transportation, necessary clothing for job interviews, etc. may be beyond reach without special financial assistance;
- a history of failure in most aspects of their lives.

Barriers facing transitional-aged youth are particularly severe. These youth are particularly needy and hard to serve. Indeed, one of the findings of the evaluation was that the youth participating in EOP programs were even *more needy* than expected.

Given the characteristics of EOP participants, there are no perfect, instant solutions. It takes substantial time and effort to assist them in overcoming their considerable barriers to move towards greater independence. Approaches which may work for one person may not for someone else.

Thus even small gains, anything which can possibly break the dependency on social assistance, are quite significant. For many employment disadvantaged people, permanent employment and independence of social assistance, while *long-term* goals of EOP, might not be the most appropriate *immediate* indicators of program success. More limited, realistic objectives are necessary as initial steps toward the ultimate goal of self-sufficiency. For example, the primary objectives for youth programs might be the development of life skills required for independent living, rather than employment or work training.

Both the "successes" and the "failures" of EOP demonstrate the importance of pre-employment assistance of various forms for people who are not yet job-ready. For example, the experience of MJD indicated that it was not possible to place people who were not job-ready, including many GWA recipients, directly into regular employment.

The EOP evaluation was rigorous.

The EOP evaluation, unlike evaluations of many other programs, used carefully selected comparison and a follow-up period much longer than is usual.

Therefore, the EOP program effects identified by the evaluation are both more conservative and also more directly attributable to the program than are results reported for many other employment program evaluations.

WHICH APPROACHES WORKED BEST, FOR WHOM?

The most effective approaches tend to be the most expensive.

The literature review of a number of Canadian and U.S. programs indicates that, in general:

- Programs offering only *job-search* assistance tend to have just a small, temporary impact on employment and welfare savings;
- Programs offering a *combination* of job-search assistance with some subsidized employment and training were somewhat more positive, although program effects tended not to endure;
- Programs providing more substantial *work experience with an emphasis on retaining employment* tended to be *most effective.*

There were no significant program effects due to mandatory participation (i.e. "workfare").

The findings from the EOP evaluation confirm the experience of these other programs. SSEP, providing one-year placements, had the greatest impact, followed by ESI. Programs such as SSE/PTW and YEP, while much less costly, also had a smaller impact.

EOP, as well as findings from other programs, suggest that a *variety* of *different but complementary* programs are most effective. Pre-employment training approaches, such as ESI, are needed, as well as actual employment experience provided by programs such as SSEP for job-ready individuals, along with assistance in actually locating jobs, for example along the lines of MJD. Youth at risk probably first require programs which assist them with independent living before they are in a position to benefit from more employment-oriented programs.

Thus for employment-related programs, as with so many other areas, you get what you pay for. The most effective programs tend to be the most expensive. But, as indicated earlier, they also tend to pay for themselves over time.

Who is Easiest to Serve?

EOP in general had the most success serving adult sole support parents. Transitional-aged youth tended to be the most difficult client group to serve.

Many women, before circumstances forced them to seek social assistance, have had at least some previous work experience. They also tend to have a high degree of motivation to improve their situations.

Transitional-aged youth are a very needy, very difficult-to-serve group. Few services of any kind are available to assist them. The results of the evaluation of the various EOP youth programs suggest some positive, but limited effects. Most of these youth have multiple problems, with few available services to assist them. The "perfect" solution has not yet been identified which would enable severely disadvantaged youth to overcome major barriers and to become fully independent and employable.

Perhaps programs for youth should be viewed as preventative in nature. Employment may not be an appropriate immediate objective.

These youth require intensive program efforts. A long-term focus appears most appropriate, focusing mainly on developing basic independent living skills rather than an immediate emphasis on employment. Because of the preventative, long-term nature of these approaches, impact can be difficult to assess in the short term.

SOME KEY FACTORS ASSOCIATED WITH SUCCESS

Perhaps the greatest benefit of the EOP evaluation is what it has demonstrated about which types of approaches appear to be more or less successful. A number of these factors which appear to contribute to the success of employment assistance programs are briefly discussed below.

- **The development of relationships among programs**

The evaluation indicated that programs tended to be most successful when they worked together. For example, MJD was most successful where ESI was available as a source of job-ready applicants and where SSEP was also available as a source for placements. Programs also benefited from establishing good relationships with other community resources, such as Canada Employment Centres.

- **Programs learning from their own experiences and from the experiences of others**

The evaluation indicated that programs were able to learn - and act upon - their own experiences and from the experiences of similar projects. This was most evident with ESI, the longest-running EOP program, where findings from an evaluation of the first year of EOP operations at a limited number of sites were used to improve these and new ESI projects. There are opportunities for further information-sharing among projects.

- **Use of small caseloads with intensive staff involvement and support**

Projects which had smaller caseloads, providing more intensive staff support, appeared to be most successful.

- **Use of flexible approaches**

Needs and available resources vary considerably from situation to situation and from community to community. One of the strengths of EOP is that individual projects had considerable freedom to adopt models most appropriate for their community and specific client group.

Individualized approaches also are important, given the diversity and complexity of needs of the target groups of EOP. Programs which were flexible enough to respond appropriately to the varying needs of their various clients appeared to be most successful.

- **Setting of appropriate objectives**

Programs which set objectives which were overly ambitious, e.g. immediate job placement for persons who were not yet job ready, tended to have, at best, limited, short-term success. For many severely employment disadvantaged persons, a more appropriate initial objective may be further education rather than immediate employment. Preventative approaches, with an emphasis on developing basic independent living skills, may be particularly important for youth.

- **Provision of ancillary support services and financial assistance**

A prerequisite to participation in training programs for most social assistance recipients is the availability of critical support services. For example, without child care, it is almost impossible for a single parent to participate in *any* form of training or employment program. Financial assistance is also required for other essential needs, such as transportation and other employment-related expenses (which may include such items as clothing and grooming, tools and supplies) essential for adults and youth to look for work, begin a job, or participate in training.

Most EOP programs provided at least some form of assistance with these needs. And that was identified by both participants and staff as one of their greatest strengths. Indeed, for ESI, the provision of child care and payment of other employment-related expenses was identified as the *most* important strength of the program. Participants and staff in other programs, where the funding for these expenses was limited, identified this as a weakness of these programs.

- **Importance of self-esteem and self-confidence**

There is ample evidence that one of the biggest barriers to success in employment is lack of self-confidence. For example, a recent article in the *Globe and Mail*[2] regarding the importance of reasonable goals for business managers indicated:

No matter how competent a person is, he will never do something that he believes he cannot do. All targets need to be set so that a person can reasonably achieve them. . . . Achievement builds confidence and the more confident a person is, the more he will try to achieve.

All EOP programs attempt through various ways to bolster the self-confidence of participants. Participants, and staff, report that the programs have assisted them, at least to some degree, in this regard.

- **Need for a comprehensive approach**

The barriers social assistance recipients face are complex. They vary considerably from person to person. For example, needs such as child care for single parents, housing for many youth, counselling to deal with emotional and other problems, can form bigger barriers to employment for some persons than the presence or absence of specific work skills. Comprehensive program approaches, which can deal with a range of needs faced by participants, are important.

2. Andrew Campbell. Manager's Goal: To Establish, Explain, and Assess Reasonable Goals. *Report on Business, The Globe and Mail,* 15 June 1987.

There is also a need for the availability of complementary programs. For example, people who are not yet job-ready require a job preparation program such as ESI or many of the youth programs. For others, job creation programs such as SSEP are required.

Participation by *all* sectors of society is required, including municipalities, the provincial and federal governments, community agencies, and the private sector. No one sector can do it alone.

- Intensive long-term approach

The EOP evaluation demonstrates that intensive, long-term approaches tend to have the greatest impact. Given the barriers faced by severely employment disadvantaged persons, it should not be surprising that programs with just a short-term focus have only limited impact. Any impact tends to be short-lived for those programs which aim just to get someone immediately off social assistance into any form of employment, without attempting to address basic barriers such as lack of education and poor work skills.

- Need for follow-up assistance

The results of most employment assistance programs, for any client group, tend to decay over time. This is no different for programs such as EOP aimed at social assistance recipients. This reinforces the need for long-term follow-up assistance, for example: counselling, support for people who lose a job for whatever reason, assistance in overcoming other barriers which may emerge, etc. Otherwise benefits may only be short-term.

- Importance of evaluation

The EOP evaluation demonstrated the value of objective information about how programs are operating, their impacts, and areas for improvement. Ongoing evaluation information is needed in order to continually improve and fine-tune programs.

4.

CONCLUSION

EOP, the Employment Opportunities Program, consists of a variety of different program approaches offered on a voluntary basis to aid persons on social assistance in acquiring skills and assistance needed in order to obtain employment and to become independent of social assistance.

To assess the impact of EOP and its component programs, the Ministry of Community and Social Services commissioned a comprehensive, rigorous evaluation, involving a series of evaluation studies carried out by independent research organizations.

EOP programs were designed to serve client groups with severe employment disadvantages, including individuals facing many and complex barriers. There is no magic solution to quickly overcome problems associated with long-term social assistance dependence in the case of adults and problems associated with a history of neglect on the part of many youth.

Yet the evaluation of EOP demonstrates that many people *can* be assisted in acquiring employment skills. The evaluation indicates that people *can* be assisted in finding - and in keeping jobs. It documents that people *can* be assisted in becoming financially independent of social assistance payments.

The evaluation demonstrates that effects of the EOP programs are modest, but nevertheless quite significant. And cost-benefit analyses indicate that many of the EOP programs not only benefit many individuals; they actually more than pay for themselves, over time, in terms of savings in social assistance payments.

The EOP evaluation demonstrates that individuals *want* to become independent of social assistance, and that the right kind of help can *enable* them do so.

- There have been 13 separate studies completed at a total cost exceeding $1 million.
- The volumes are:

1. & 1A. Employment Support Initiatives: Update descriptions of the original projects. Community Concern Associates Ltd., October, 1986

2. Employment Support Initiatives: Follow-up survey of clients who entered in its first year. The Coopers and Lybrand Consulting Group Management Consultants, December, 1986.

3. Evaluation of the Preparation for Independence Program. Evalusearch Planning and Evaluation Consultants, March, 1987.

4. Process Evaluation of Seven Employment Opportunities Programs. Community Concern Associates Ltd., March 1987.

4A. Program Descriptions of Seven Employment Opportunities Programs. Community Concern Associates Ltd., March 1987.

5. Report on the Survey of Employers Participating in three Employment Opportunities Programs: The Social Service Employment Program, Summer Employment Experience and Part-Time Work. The DPA Group, Inc., July, 1987

6. Follow-up survey of Youth Employment Preparation Program clients. The Coopers and Lybrand Consulting Group Management Consultants, October, 1987.

7. Follow-up survey of Summer Employment Experience Program clients. The Coopers and Lybrand Consulting Group Management Consultants, October, 1987.

8. Follow-up survey of Employment Support Initiatives Program clients. The Coopers and Lybrand Consulting Group Management Consultants, October, 1987.

9. Follow-up survey of Social Service Employment Program clients. The Coopers and Lybrand Consulting Group Management Consultants, October, 1987.

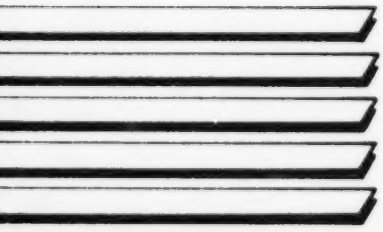
10. Summary of evaluation results and cost benefit analysis of Employment Opportunities Program. A.R.A. Consultants, December, 1987

In addition to these studies, there were also some reports which were related to the EOP. These have included:

AA) Review of the literature related to the Evaluation of Employment Programs for Social Assistance Recipients. Bohumir Pazderka, Social Program Evaluation Group, Queen's University, Kingston, July, 1986.

BB) An evaluation of the Futures: Residential Component. Susan Hodgson, Community Policy Research Group, March, 1987.

CC) Follow-up of first-year clients in the Employment Support Initiatives Program. Errol Porter, Research and Program Evaluation, Ministry of Community and Social Services, August 1987.



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